

**CITIZEN PARTICIPATION PLAN**  
**FOR THE**  
**FORMER FULTON MUNICIPAL**  
**MANUFACTURED GAS PLANT**  
**AT**  
**NEVINS, SACKETT AND DEGRAW STREETS,**  
**BROOKLYN, NY**

**Prepared by**  
**KEYSPAN CORPORATION**

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## **1.0 INTRODUCTION**

Citizen participation is an integral component of remedial programs in New York State. Input from affected or interested individuals and organizations on the remedial program helps ensure outcomes that account for both technical and human concerns for protecting public health and the environment. A project-specific plan is needed to inform and involve community residents, public and private leaders, and other stakeholders. This Citizen Participation Plan (CPP) documents the planned project-specific public outreach activities and resources organized for the remedial program associated with the former Manufactured Gas Plant (MGP) site.

The primary purpose of this CPP plan is to outline a variety of communication methods that, based on applicable New York State law and New York State Department of Environmental Conservation (NYSDEC) regulations and guidance, provide for constructive communication of program activities between the stakeholders and other interested parties. This CPP includes methods intended to inform interested parties of program developments, elicit responses and public involvement, and provide a central point of contact for inquiries regarding the remedial program for the former Fulton Municipal MGP Project. Given this context, this CPP presents the planned communication and outreach activities, describes how interested individuals and groups can participate in the remedial program, and provides a variety of reference materials to facilitate gaining access to project-specific information and management personnel.

Both the NYSDEC and KeySpan are committed to the implementation of this CPP as required by Title 6 of the New York Code of Rules and Regulations (NYCRR) Part 375, applicable NYSDEC guidance (e.g., Citizen Participation in New York's Hazardous Waste Site Remediation Program: A Guidebook, dated June 1998), the Administrative Order on Consent (Index # A2-0552-0606) and the statewide Inactive Hazardous Waste Site Citizen Participation Plan (NYSDEC, 1988). As required by 6 NYCRR Part 375-1.10, NYSDEC and KeySpan will review and update this CPP to account for significant changes in the Fulton Municipal MGP Project's remedial program.

## **2.0 BASIC SITE INFORMATION**

In August 2007, KeySpan signed an Administrative Order on Consent (Index # A2-0552-0606) with the NYSDEC to investigate and remediate hazardous substances believed to exist at the Fulton Municipal MGP site. The site is located along Sackett and DeGraw Streets between the Gowanus Canal and 3<sup>rd</sup> Avenue in Brooklyn, New York. A separate property was used as a gas holder station to the east of 3d Avenue between Douglas and Degraw Streets.

The site is owned by the City of New York and multiple private parties.

### History and Operations

A manufactured gas plant, operated by two different companies, was located on the site, from approximately 1879 to 1933. The manufacture of gas, in general terms, consisted of heating coal and/or petroleum and recovering the vapors to produce raw gas. Byproducts, such as coal tar, sludge, oils, ashes, contaminated wood chips used for gas purification and other chemicals, were produced from the scrubbing systems used to clean impurities from the raw gas, and these were either recycled for energy recovery and chemical feedstocks, or disposed.

The site was owned by predecessors to KeySpan. Brooklyn Union Gas, a predecessor to KeySpan, operated the plant. It is not known when the property was sold, and at what point in time it was further subdivided. The current land use of the site is as a New York City park (Thomas Greene Park) and multiple commercial/industrial uses.

Figure 1

Site Location Map

### Current Site Description

The Site is on two tracts of land, encompassing six properties, covering in total approximately 5.5 acres, roughly bounded and bisected by Nevins, Sackett and DeGraw Streets in Brooklyn. The gas manufacturing site is bounded by Nevins and Sackett Streets. A separate property was used as a gas holder station to the east of 3d Avenue between Douglas and Degraw Streets. Neither KeySpan nor its predecessor companies have owned the land for many years, and it is presently owned and used by multiple private owners, tenants of owners and the City of New York Parks Department, whose property includes a playground, concrete swimming pool, changing facilities, basketball and handball courts (all covering the surface with concrete, except the areas immediately surrounding trees) as well as limited grassed areas. The commercial/industrial areas appear fully developed, including buildings and similar facilities and paved areas.

There are residential properties adjacent to the site.

### **3.0 REMEDIAL PROGRAM OVERVIEW**

#### **3.1 New York State Remedial Program Overview**

KeySpan entered into an Administrative Order on Consent covering the Fulton site in August 2007. The Order requires a Remedial Investigation of the Site, followed by a Feasibility Study of remedial options, a Remedial Action Plan, a Remedial Design and then construction and operation of a remedy to eliminate, to the extent possible, environmental hazards detected at the site. The Consent Order also permits KeySpan to perform one or more partial Interim Remedial Measures to more quickly remediate contamination prior to adoption of a Remedial Action Plan. Once the Remedial Design is approved by NYSDEC, KeySpan will commence construction. Finally, KeySpan will submit to NYSDEC a detailed Post-Remedial Operations and Maintenance Plan (O&M Plan). The O&M Plan provides the means to track the effectiveness of the completed remedial work.

For more information on the remedial program and process in New York State, interested parties can contact any of the state representatives listed in Appendix D.

#### **3.2 Project Area Investigation History**

A Preliminary Site Assessment was prepared for the United States Environmental Protection Agency in September 1986. EPA concluded that no further remedial action was planned for the site and archived the site in the EPA's Superfund Program.

A Site Characterization issued by the NYSDEC in September 2007 identified the presence of materials expected on a former MGP site as well as other wastes associated with industrial use. The materials, including heavy coal tar contamination, were generally found four feet or more below the surface. Coal tar was not observed at or near the ground surface. Consequently, the potential for human exposure to coal tar contaminants by routine users of the park, workers involved in park operations or people on the surface in the surrounding neighborhood is low. There are indications of migration of contaminants outside of the footprint of the MGP operations, even though such operations were terminated as far back as the mid-1930's.

## **4.0 CITIZEN PARTICIPATION ACTIVITIES**

This section presents the specific citizen participation and outreach activities planned for implementation during the remedial program and to be implemented in accordance with 6 NYCRR Part 375. Operating under project-specific citizen participation goals, clearly defined objectives will be achieved by implementing a range of communication tools and methods. The planned activities are geared toward making project-specific information (e.g., work plans, technical reports, information sheet summaries) available to the public; facilitating communication among stakeholders including the creation of contact lists; scheduling and conducting public meetings; establishing comment periods; and notifying the public of document availability, public meetings, comment periods and major program milestones.

### **4.1 Goals and Objectives**

The central goal of this CPP is to achieve effective, open communication among stakeholders and interested parties, KeySpan and the NYSDEC. Common goals include:

- Communicate program goals and major milestones, actions and outcomes;
- Inform citizens and others of ongoing project activities, status and progress;
- Provide citizens (and all stakeholders) a forum for input and comment; and
- Engender a public understanding of constituents of interest, their potential effects on human health and the environment, and appropriate responses to mitigate those effects.

In order to accomplish these goals, the following specific objectives will be pursued through the implementation of this CPP:

- Consistently communicate goals, accomplishments and status of the project to the contact list (including community leaders, public officials and the wider community, as necessary) through appropriate means;
- Establish, maintain, update and utilize the contact lists;
- Educate the community, in lay terms, about the nature and magnitude of potential site risks, including instructions for mitigating risk (if appropriate) and assurances that the environment and worker/public health and safety are protected;

- Provide interested parties the opportunity to review and comment on technical reports generated through the remedial program (e.g., public comment periods and document repository as required by 6 NYCRR Part 375);
- Provide interested parties the opportunity to present opinions and ideas during the remedial program (e.g., conduct public meeting/comment period and availability session as required by 6 NYCRR Part 375);
- Provide responses to public review and comment (e.g., prepare a responsiveness summary as required by 6 NYCRR Part 375);
- Provide the news media with interviews or press releases of KeySpan authorized spokespersons, as available, to ensure accurate coverage of remedial program activities;
- Provide a designated project spokesperson as point of contact through which community inquiries regarding the project can be addressed consistently and effectively; and
- Periodically review the effectiveness of the citizen participation and outreach activities during the remedial program and make adjustments in this CPP's methods and/or activities, if necessary.

The community contact list is provided in Appendix C and the former Fulton Municipal MGP Site Project management contacts (NYSDEC, NYSDOH and KeySpan representatives) are provided in Appendix D.

## **4.2 Tools and Methods**

There are many ways to reach and communicate with the community and other interested parties as this CPP is implemented over the course of the remedial program. A variety of outreach tools and methods will be used to ensure proper communication with the interested parties that include various organizations, public and business leaders, and a diverse assemblage of individuals of all ages, education backgrounds and cultures.

Interested parties will be informed and invited to participate in the planned citizen participation activities through appropriate means such as mailings to the contact list, legal notice in newspapers, press releases, information sheets and other documents made available in the document repository.



The following specific public participation activities will be implemented as required by 6 NYCRR Part 375 and current NYSDEC guidance.

#### 4.2.1 Document Repository

A Document Repository will be established at the offices of Community Board 6, which will maintain in one file all of the relevant documents related to the Site.

Community Board 6  
250 Baltic Street  
Brooklyn, New York 11201-6401  
(718) 643-3027

The following documents, as available, will be placed in the Repository:

- Administrative Order on Consent
- Citizen Participation Plan
- Fact Sheet Announcing the Start of the Remedial Investigation
- Remedial Investigation Work Plan
- Remedial Investigation Report
- Reports of any Interim Remedial Measures
- Feasibility Study Report;
- Proposed Remedial Action Plan;
- Record of Decision (ROD);
- Remedial Design;
- Post-Remedial O&M Plan; and
- Other Materials (e.g., Information Sheets, Notices, etc.).

#### 4.2.2 Meetings, Meeting Fact Sheets and Comment Period

After completion of the RI Report a Public Meeting will be held to discuss its findings. After the Feasibility Study Report is completed, the preferred remedy for the site will be presented in a Proposed Remedial Action Program (PRAP) and will be subject to public review and comment at a Public meeting. Legal notice of the Meetings will be published in the local newspapers serving the Fulton neighborhood, and Fact Sheets announcing the meetings and summarizing the documents will be prepared and disseminated to interested parties and the community. During the RI Public Meeting, NYSDEC, NYSDOH and KeySpan project managers will summarize the findings of the RI Report and of any IRMs completed to date, and answer questions regarding project area characterization, data and activities. At the PRAP Public Meeting, remedial alternatives presented in the Feasibility Study, the preferred remedy presented in the Proposed Remedial Action Program, costs, implementation schedules and criteria used in evaluating the preferred remedy will be discussed. After the PRAP comment period ends, NYSDEC and NYSDOH will review all public comments from the Public Meeting and submitted during the comment period and, where applicable, incorporate the comments into the Remedial Action Program.

Fact Sheets will be distributed to the interested parties and proximate community at the time of the beginning of the Remedial Investigation, the acceptance of the RI Report (including announcement of Public Meeting) and the announcement of the PRAP (also including announcement of the Public Meeting).

#### 4.2.3 Information Newsletters

Information newsletters will be prepared and distributed to the contact list in order to announce major project milestones and accomplishments throughout the remedial program (e.g., start of construction, major report completion, etc.). Written in lay terms, information newsletters will describe and summarize the project area's history, review the goals of the project, update the status of project plans and/or results, list opportunities for citizen involvement, list key contacts and list the location of the document repositories.

#### 4.2.4. Telephone Hotline

KeySpan has established a Telephone Hotline for neighbors of the Fulton Municipal MGP site. The phone number is 718 403 TBD. There will be occasional news updates about the investigation, and the Hotline can be used at any time to leave questions about the investigation.

#### 4.2.5 Responsiveness Summary

Public questions, comments and concerns voiced during the public meeting and collected during the comment period after the PRAP meeting will be addressed by the NYSDEC and published in the Remedial Action Program's Responsiveness Summary. Agency responses are to address both the broad general concerns and the significant questions communicated by the interested parties.

### **4.3 Roles and Responsibilities**

The specific roles and associated responsibilities for implementing this CPP are:

- NYSDEC Remedial Project Manager - The NYSDEC Project Manager is responsible for enforcement, oversight and management of the overall remedial program. Typical citizen participation-related activities include making presentations at public meetings, reviewing project documents such as information sheets and providing technical assistance in preparing the responsiveness summary or answering public inquiries.
- NYSDEC Citizen Participation Specialist - The Citizen Participation Specialist assists the project managers in implementing the CPP. Typical activities include preparation and/or review of information sheets and the responsiveness summary and coordination of public meetings and availability sessions.
- KeySpan Project Manager - The KeySpan Project Manager, in cooperation with the NYSDEC Project Manager, is responsible for implementing the overall remedial program at the site. Typical citizen participation-related activities include management of CPP implementation, presentations at public meetings and technical assistance to the NYSDEC Project Manager and Citizen Participation Specialist.

#### **4.4 Schedule for Implementing Elements of the CPP**

Implementing elements of this CPP will depend upon completion by KeySpan and final approval by the NYSDEC of various plans and reports required by the Consent Order governing the Fulton Municipal MGP Site, such as the RI Work Plan, RI Report, FS Report, Remedial Design, etc. KeySpan will establish the Document Repository as soon as the RI Work Plan is approved and will place all completed documents in the Repository for public review. Public comments and hearings will be scheduled on NYSDEC acceptance of the Remedial Investigation Report and NYSDEC completion of the Proposed Remedial Action Program. The Responsiveness Summary will be completed shortly after close of the public comment period. Distribution of Fact Sheets or information sheets will also occur after completion of significant remedial or IRM construction activities at the Site.

#### **5.0 SUMMARY**

Guided by the goals and objectives of this CPP, implementation of the planned public outreach and citizen participation activities will ensure the timely communication of important program information of interest to the local community. Citizen involvement and interaction in the remedial program will be facilitated through specific opportunities such as public meetings, public comment periods, availability sessions and use of the Document Repository. Throughout the remedial program, this CPP and its specific outreach tools and methods will be monitored and, as required and agreed by the NYSDEC and KeySpan will be adjusted to improve its effectiveness in responding to community needs.

## **Appendix A**

### **GLOSSARY OF KEY CITIZEN PARTICIPATION TERMS AND MAJOR PROGRAM ELEMENTS**

**Citizen Participation Plan (CPP)** - A document that describes the project-specific citizen participation and outreach activities that will take place alongside the technical components of the remedial program. The CPP also provides project information, citizen participation goals and objectives, and lists of contact persons and document repositories.

**Citizen Participation Specialist** - An NYSDEC staff member whose duty it is to provide guidance and assistance in carrying out the CPP. The Citizen Participation Specialist is the key contact for public inquiries about the project and the remedial activities.

**Contact List** - A list in the CPP (Appendix B) containing names and addresses of individuals, groups, organizations, news media and public representatives interested and/or affected by the project. The contact list is used to distribute important information and notices about the project and the remedial program.

**Document Repository** - Project documents and other information are placed in the Document Repository to facilitate convenient public access to these materials. Documents are available for public reference and review at the offices of Community Board 6 in the Fulton neighborhood. Refer to Appendix B for more information about the Document Repository location and hours of operation.

**Feasibility Study (FS)** - Based on information gathered during the Remedial Investigation (RI), the FS is a process for developing, evaluating and selecting appropriate Remedial Action (RAs) for limiting or eliminating the potential human and environmental hazards of a site. The FS sets out the goals of the remedial actions to be taken, evaluates the most appropriate alternatives and selects the best alternative based on several criteria. The selected remedy is then recommended for implementation in the Proposed Remedial Design Plan, which is subject to public review and comment.

**Interim Remedial Measure (IRM)** - A discrete action which can be conducted at a site relatively quickly to reduce the risk to people's health and the environment from a well defined waste problem. An IRM can involve cutting and plugging waste conduits, removing contaminated soil and securing a site.

**Polycyclic Aromatic Hydrocarbons (PAHs)** - Contaminants typically found at MGP sites and associated with coal tar residues.

**Remedial Design (RD)** - This report will include a detailed description of the remedial objectives and the means by which each essential element of the selected remedial alternative will be implemented to achieve those objectives. It incorporates the findings of the FS Report to provide a remedial design which will be implemented during the performance of the cleanup activities at the site.

**Remedial Investigation (RI)** - A process to determine the nature and extent of contamination at a site by analyzing data collected from sampling (e.g., water, soil, air, etc.) at a site. Information gathered throughout the RI is then used to conduct a Focused Feasibility Study (FFS), which proposes and evaluates various remedial alternatives for the site.

**Responsiveness Summary** - The Responsiveness Summary is prepared by the NYSDEC to address public comments, questions and concerns regarding the proposed remedial action to be taken at a site. The Responsiveness Summary is issued as part of the Remedial Action Program.

**Volatile Aromatic Hydrocarbons** - Benzene, Toluene, Ethylbenzene, Xylene (BTEXs) - Volatile aromatic hydrocarbons and are typical contaminants found at MGP sites and other sites where coal, oil, refined products and other hydrocarbons were burned or used.

## **Appendix B**

### **IDENTIFICATION OF DOCUMENT REPOSITORY**

Community Board 6  
250 Baltic Street  
Brooklyn, New York 11201-6401  
(718) 643-3027 Call for Appointment

## **Appendix C**

### **IDENTIFICATION OF AFFECTED AND/OR INTERESTED PARTIES**

#### **Site Owners:**

##### **Owner:**

270 Nevins Street Property  
116 John Street  
New York, NY 10038  
(212) 349-5618

ATS Realty Inc.  
537 Sackett Street  
Brooklyn, NY 11217

A T S Realty Inc  
537 Sackett St  
Brooklyn NY 11217-3018

City New York, Parks Dept.  
830 5<sup>th</sup> Avenue  
New York, NY 10021

242 Nevins, Inc.  
Marino Mazzei  
444 3RD Ave  
Brooklyn NY 11215-3190

595 Degraw LLC  
595 DeGraw St  
Brooklyn NY 11217-3120

Abatemarco Realty Corp  
224 3RD Ave  
Brooklyn NY 11217-3036

##### **Apparent Occupant(s):**

TE Conklin Brass works  
270 Nevins Street  
Brooklyn, NY 11217  
(718) 643-6360

Adams Book Co.  
537 Sackett Street  
Brooklyn, NY 11217  
(718) 875-5464

Associated Mechanical Incorporated  
549 Sackett Street  
Brooklyn, NY 11217

Thomas Greene Playground  
DeGraw Street  
Brooklyn, NY 11217

Royal Item  
595 DeGraw St  
Brooklyn, NY 11217

A & A Brake Svc Inc  
224 3 Ave  
Brooklyn, NY 11217



**Government Officials**  
**Elected Official**

**Name, address, phone, e-mail**

City Council Member

David Yassky  
114 Court Street  
Brooklyn, New York 11201  
(718) 875-5200

Assemblyman

Joan L. Millman  
341 Smith Street  
Brooklyn, NY 11231  
(718) 246-4889

State Senator

Velmanette Montgomery  
30 Third Avenue, Room 615  
Brooklyn, NY 11217  
(718) 643-6140

**Community Groups**

**Community Board**

Community Board #6  
Craig R. Hammerman, Mgr.  
250 Baltic Street  
Brooklyn , New York 11201-6401  
(718) 643-3027

**Others**

Gowanus Canal Community  
Development Corporation  
Thomas Chardavoyne, Exec. Dir. 515  
Court Street  
Brooklyn, NY 11231  
(718) 858-0557  
gowanus@gowanus.org

Red Hook/Gowanus C of C  
Phaedra Thomas, Exec. Dir.  
c/o Southwest Brooklyn IDC  
269 37th Street, 2nd floor  
Brooklyn, NY 11232  
(718) 965-3100  
pthomas@swbidc.org

**Community Newspapers**  
**Newspaper Name**

**Editor's Name**

**Address, Phone #, E-mail**

Brooklyn Papers

Gersh Kuntzman

(718) 834-9350,  
gersh.kuntzman@verizon.net

Brooklyn Eagle

Henrik Krogus

(718) 858-7474  
kgrogus@brooklyneagle.net

Courier Life (Cobble Hill  
Courier)

Gary Busio

(718) 615-2500  
garybusio@courierlife.net

## **Appendix D**

### **IDENTIFICATION OF PROJECT MANAGEMENT CONTACTS**

#### **New York State Department of Environmental Conservation**

Henry Willems

NYSDEC - Div. of Environmental Remediation

625 Broadway

Albany, New York 12233-7017

(518) 402-9662

#### **New York State Department of Health**

Bridget Callaghan

NYSDOH

Bureau of Environmental Exposure Investigation

547 River Street

Troy, NY 12180-2216

(518) 402-7880

#### **KeySpan**

April Dubison

Community Relations Representative

1 MetroTech

Brooklyn NY 11201

Fulton Municipal MGP Project Hotline Telephone – 718 403 0000

Please leave a message on the Hotline and your call will be promptly returned.